

<p>SUPREME COURT, STATE OF COLORADO 2 East 14th Avenue Denver, CO 80203</p>	
<p>Original Proceeding Pursuant to C.R.S. § 1-40-107(2) (2013) Appeal from the Ballot Title Board</p>	
<p>In the Matter of the Title, Ballot Title, and Submission Clause for Proposed Initiative 2013-2014 #142</p>	<p>▲ COURT USE ONLY ▲</p>
<p><b>Petitioners:</b> Vickie L. Armstrong and Bob Hagedorn, v.</p> <p><b>Respondents:</b> Richard Evans and Stephen Roark, and</p> <p><b>Title Board:</b> Suzanne Staiert, David Blake, and Jason Gelender</p>	<p>Case No. _____</p>
<p>Lino S. Lipinsky de Orlov, No. 13339 Amy M. Siadak, No. 43702 McKenna Long &amp; Aldridge LLP 1400 Wewatta Street, Suite 700 Denver, Colorado 80202 Telephone: (303) 634-4000 Facsimile: (303) 634-4400 E-mails: llipinsky@mckennalong.com asiadak@mckennalong.com</p>	

Marcy G. Glenn, No. 12018  
Douglas L. Abbott, No. 18683  
Holland & Hart, LLP  
555 17th Street, Suite 3200  
Denver, Colorado 80202  
Telephone: (303) 295-8000  
Facsimile: (303) 295-8261  
E-mails: [mglenn@hollandhart.com](mailto:mglenn@hollandhart.com)  
[dabbott@hollandhart.com](mailto:dabbott@hollandhart.com)

William A. Hobbs, No. 7753  
1745 Krameria Street  
Denver, Colorado 80220  
Telephone: (303) 345-5541  
E-mail: [bill.hobbs@me.com](mailto:bill.hobbs@me.com)

CO-COUNSEL FOR PETITIONERS

**PETITION FOR REVIEW OF FINAL ACTION OF  
BALLOT TITLE SETTING BOARD CONCERNING  
PROPOSED INITIATIVE 2013-2014 #142  
("PROHIBITION ON CASINO-STYLE GAMBLING MONOPOLIES")**

Petitioners, Vickie L. Armstrong and Bob Hagedorn (jointly, “Petitioners”), registered electors of the State of Colorado, respectfully petition this Court pursuant to C.R.S. § 1-40-107(2) (2013), to review the action of the Title Board with respect to the title, ballot title, and submission clause (the “Title”) set for Initiative 2013-2014 #142 (“Prohibition on Casino-Style Gambling Monopolies”).

**STATEMENT OF THE CASE**

**A. Procedural History of Proposed Initiative #142**

Richard Evans and Stephen Roark (jointly, “Proponents”) filed Initiative 2013-2014 #142 (the “Proposed Initiative”) with the Directors of the Legislative Council and the Office of Legislative Legal Services on March 21, 2014. The legislative staff provided Proponents with its review and comment memorandum for the Proposed Initiative on April 2, 2014, and conducted the associated review and comment meeting on April 4, 2014.

Proponents filed an amended version of the Proposed Initiative with the Secretary of State’s office on April 4, 2014. At a hearing conducted on April 17, 2014, the Title Board found that the Proposed Initiative contained a single subject and set the Title.

On April 23, 2014, Petitioners filed a motion for rehearing (the “Motion”) regarding the Title. In the Motion, Petitioners explained that the Proposed

Initiative (a) improperly addresses multiple subjects, in violation of article V, section 1(5.5) of the Colorado Constitution and C.R.S. § 1-40-106.5 (2013) , and (b) is misleading, does not fairly and correctly express the true meaning of the Proposed Initiative, and will lead to voter confusion, in violation of C.R.S. §§ 1-40-106 and 1-40-107 (2013). On April 24, 2014, the Title Board granted the Motion, in part, to cure one deficiency in the original Title. The Title Board, however, denied the Motion in other respects, some of which are at issue in this appeal.

**B. Jurisdiction**

Petitioners are entitled to a review of the Title before the Colorado Supreme Court pursuant to C.R.S. §1-40-107(2) (2013). Petitioners timely filed the Motion with the Title Board. *See* C.R.S. § 1-40-107(1) (2013). Additionally, Petitioners timely filed this Petition for Review within seven days from April 28, 2014, the date on which the Secretary of State furnished Petitioners with certified copies of the Proposed Initiative, the Title, the Motion, and the Title Board's ruling on the Motion. *See* C.R.S. § 1-40-107(2) (2013).

As required by C.R.S. § 1-40-107(2) (2013), attached to this Petition for Review are certified copies of: (1) the draft, amended, and final versions of the Proposed Initiative; (2) the original Title; (3) the Motion; and (4) the ruling on the

Motion as reflected by the title and ballot title and submission clause that the Board set. Petitioners respectfully submit that the Title Board erred in denying the Motion.

**ADVISORY STATEMENT OF GROUNDS FOR APPEAL**

The Title Board erred in finding that the Proposed Initiative concerns a single subject, pursuant to article V, section 1(5.5) of the Colorado Constitution and C.R.S. § 1-40-106.5 (2013). In addition, in violation of C.R.S. §§ 1-40-106 and 1-40-107 (2013), the Title is misleading, does not fairly and correctly express the true meaning of the Proposed Initiative, and will lead to voter confusion.

The following is an advisory list of issues that Petitioners expect to address in their brief:

1. The Proposed Initiative relates to the following multiple subjects, among others:
  - (a) Prohibiting gambling monopolies within a county;
  - (b) Potentially nullifying Initiatives 2013-2014 #80, #81, #134, and #135;
  - (c) Prohibiting the expansion of “casino-style gambling” into any county in which it is not already approved because the first “casino-style

gambling” license granted in any such county would necessarily constitute a prohibited monopoly under the Proposed Initiative;

(d) Prohibiting the expansion of limited gaming under the Colorado Constitution, article XVIII, section 9, to any county that intends to approve fewer than two limited gaming establishments; and

(e) Reducing the authority of the executive branch.

2. In addition, the Title does not fairly express the true meaning and intent of the Proposed Initiative, and, therefore, violates C.R.S. §§ 1-40-106 and 1-40-107 (2013), for the reasons set forth below:

(a) The Title does not disclose the multiple subjects of the Proposed Initiative set forth in Paragraph 1 above;

(b) “Casino-style gambling” and “monopoly” are impermissible catch phrases or slogans;

(c) The phrase “casino-style gambling” is misleading because it has no established meaning; and

(d) The Title fails to disclose that, although the Proposed Initiative purports to apply to all forms of “casino-style gambling” within the state of Colorado, the Proposed Initiative could not prohibit or regulate any form of gambling conducted on “Indian lands,” as defined in 25 U.S.C. § 2703(4).

**PRAYER FOR RELIEF**

Petitioners respectfully request that this Court determine (a) that no title for the Proposed Initiative may be set because the Proposed Initiative improperly addresses multiple subjects, in violation of article V, section 1(5.5) of the Colorado Constitution and C.R.S. § 1-40-106.5 (2013), or (b) alternatively, that the Title is neither fair nor accurate, and remand the Proposed Initiative to the Title Board with instructions to redraft the Title to represent the text of the Proposed Initiative accurately and fairly.

Respectfully submitted this 1st day of May, 2014.

MCKENNA LONG & ALDRIDGE  
LLP

*/s/ Lino S. Lipinsky de Orlov*

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Lino S. Lipinsky de Orlov, No. 13339  
Amy M. Siadak, No. 43702  
1400 Wewatta Street, Suite 700  
Denver, Colorado 80202  
Telephone: (303) 634-4000  
Facsimile: (303) 634-4400  
Emails: [llipinsky@mckennalong.com](mailto:llipinsky@mckennalong.com)  
[asiadak@mckennalong.com](mailto:asiadak@mckennalong.com)

HOLLAND & HART LLP

*/s/ Marcy G. Glenn*

---

Marcy G. Glenn, No. 12018  
Douglas L. Abbott, No. 18683  
555 Seventeenth Street, Suite 3200  
Denver, Colorado 80202  
Telephone: (303) 295-8000  
Facsimile: (303) 295-8261  
Emails: [mglenn@hollandhart.com](mailto:mglenn@hollandhart.com)  
[dabbott@hollandhart.com](mailto:dabbott@hollandhart.com)

WILLIAM A. HOBBS

*/s/ William A. Hobbs*

---

William A. Hobbs, No. 7753  
1745 Krameria Street  
Denver, Colorado 80220  
Telephone: (303) 345-5541  
Email: [bill.hobbs@me.com](mailto:bill.hobbs@me.com)

CO-COUNSEL FOR PETITIONERS,  
VICKIE L. ARMSTRONG AND  
BOB HAGEDORN



**CERTIFICATE OF SERVICE**

I hereby affirm that a true and accurate copy of the **PETITION FOR REVIEW OF FINAL ACTION OF BALLOT TITLE SETTING BOARD CONCERNING PROPOSED INITIATIVE 2013-2014 #142 (“PROHIBITION ON CASINO-STYLE GAMBLING MONOPOLIES”)** was sent this 1st day of May, 2014, via first class U.S. mail, postage prepaid, to the proponents of the Proposed Initiative and their counsel of record at:

Mr. Richard Evans  
1724 S. Unita Way  
Denver, CO 80231

Mark Grueskin, Esq.  
Recht Kornfeld, P.C.  
1600 Stout Street, Suite 1000  
Denver, CO 80202

Mr. Stephen Roark  
2732 S. Fillmore St.  
Denver, CO 80210

Maurice Knaizer, Esq.  
Office of the Attorney General  
1300 Broadway, 6<sup>th</sup> Floor  
Denver, CO 80203

*/s/ Lisa F. King*

Lisa F. King

SUPREME COURT, STATE OF COLORADO  
2 East 14th Avenue  
Denver, CO 80203

Original Proceeding Pursuant to C.R.S. § 1-40-107(2) (2013)

Appeal from the Ballot Title Board

In the Matter of the Title, Ballot Title, and Submission Clause for Proposed Initiative 2013-2014 #142

**Petitioners:**

Vickie L. Armstrong and Bob Hagedorn,  
v.

**Respondents:**

Richard Evans and Stephen Roark, and

**Title Board:**

Suzanne Staiert, David Blake, and Jason Gelender

▲ COURT USE ONLY ▲

Case No. \_\_\_\_\_

**EXHIBIT A  
TO  
PETITION FOR REVIEW OF FINAL ACTION OF  
BALLOT TITLE SETTING BOARD CONCERNING  
PROPOSED INITIATIVE 2013-2014 #142  
("PROHIBITION ON CASINO-STYLE GAMBLING MONOPOLIES")**



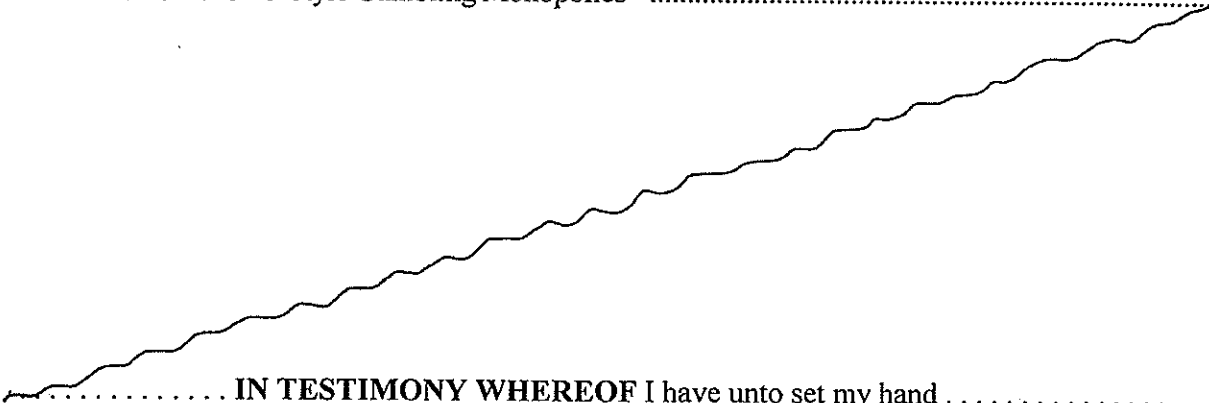
# STATE OF COLORADO

DEPARTMENT OF  
STATE

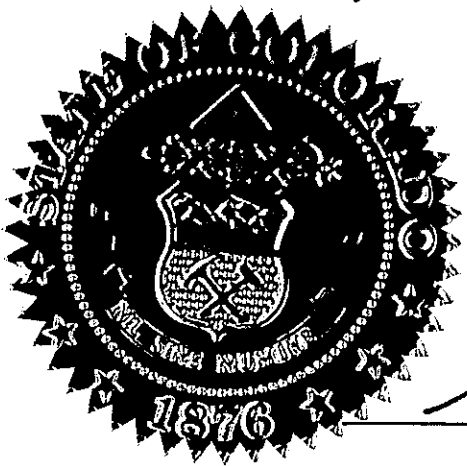
## CERTIFICATE

I, **SCOTT GESSLER**, Secretary of State of the State of Colorado, do hereby certify that:

the attached are true and exact copies of the original text, amended text, final text, motion for rehearing, titles, and the rulings thereon of the Title Board on Proposed Initiative "2013-2014 #142 'Prohibition on Casino-Style Gambling Monopolies'".....



..... IN TESTIMONY WHEREOF I have unto set my hand .....  
and affixed the Great Seal of the State of Colorado, at the  
City of Denver this 28<sup>th</sup> day of April, 2014.



A handwritten signature in cursive script that reads 'Scott Gessler'.

SECRETARY OF STATE

#142 Original

RECEIVED

APR 04 2014

Colorado Secretary of State

S.WARD 1:59 P.M.

*Be it Enacted by the People of the State of Colorado:*

**Section 1.** In the constitution of the state of Colorado, **add** section 20 to article XVIII as follows:

**Section 20. Prohibition on casino-style gambling monopolies.**

(1) NO STATE AGENCY MAY ISSUE OR RENEW A LICENSE TO CONDUCT CASINO-STYLE GAMBLING IF THE GRANTING OR RENEWAL OF THAT LICENSE WOULD RESULT IN THE LICENSEE'S MONOPOLY WITHIN ANY COUNTY ON ONE OR MORE TYPES OF CASINO-STYLE GAMBLING TO BE OFFERED BY THE LICENSEE.

(2) "CASINO-STYLE GAMBLING" MEANS THE USE OF SLOT MACHINES, POKER, BLACKJACK, CRAPS, ROULETTE, OR VIDEO LOTTERY TERMINALS, OR ANY COMBINATION THEREOF, AS THOSE TERMS ARE DEFINED IN ARTICLE XVIII OF THE CONSTITUTION.

(3) THIS PROHIBITION IS EFFECTIVE NOTWITHSTANDING ANY OTHER PROVISION OF LAW.

#142 Amended

RECEIVED

APR 04 2014

Colorado Secretary of State

S.WARD 1:59 P.M.

*Be it Enacted by the People of the State of Colorado:*

**Section 1.** In the constitution of the state of Colorado, add section 20 to article XVIII as follows:

**Section 20. Prohibition on casino-style gambling monopolies.**

(1) NO STATE AGENCY MAY ISSUE ~~OR RENEW~~ A LICENSE TO CONDUCT CASINO-STYLE GAMBLING IF THE GRANTING ~~OR RENEWAL~~ OF THAT LICENSE WOULD ~~RESULT IN~~GIVE THE LICENSEE'S A MONOPOLY WITHIN ANY COUNTY ON ONE OR MORE TYPES OF CASINO-STYLE GAMBLING TO BE OFFERED BY THE LICENSEE.

(2) "CASINO-STYLE GAMBLING" MEANS THE USE OF SLOT MACHINES, POKER, BLACKJACK, CRAPS, ROULETTE, OR VIDEO LOTTERY TERMINALS, OR ANY COMBINATION THEREOF, AS THOSE TERMS ARE USED IN ARTICLE XVIII OF THE COLORADO CONSTITUTION.

(3) THIS PROHIBITION IS EFFECTIVE NOTWITHSTANDING ANY OTHER PROVISION OF LAW.

#142 Final

RECEIVED

APR 04 2014

Colorado Secretary of State

SWARD 1:57 P.M.

*Be it Enacted by the People of the State of Colorado:*

**Section 1.** In the constitution of the state of Colorado, **add** section 20 to article XVIII as follows:

**Section 20. Prohibition on casino-style gambling monopolies.**

(1) NO STATE AGENCY MAY ISSUE A LICENSE TO CONDUCT CASINO-STYLE GAMBLING IF THE GRANTING OF THAT LICENSE WOULD GIVE THE LICENSEE A MONOPOLY WITHIN ANY COUNTY ON ONE OR MORE TYPES OF CASINO-STYLE GAMBLING TO BE OFFERED BY THE LICENSEE.

(2) "CASINO-STYLE GAMBLING" MEANS THE USE OF SLOT MACHINES, POKER, BLACKJACK, CRAPS, ROULETTE, OR VIDEO LOTTERY TERMINALS, OR ANY COMBINATION THEREOF, AS THOSE TERMS ARE USED IN ARTICLE XVIII OF THE COLORADO CONSTITUTION.

(3) THIS PROHIBITION IS EFFECTIVE NOTWITHSTANDING ANY OTHER PROVISION OF LAW.

**Ballot Title Setting Board**

**Proposed Initiative 2013-2014 #142<sup>1</sup>**

The title as designated and fixed by the Board is as follows:

An amendment to the Colorado constitution prohibiting the granting of a license to conduct casino-style gambling, including video lottery terminals, if the granting of the license would give the licensee a monopoly within any county on one or more types of casino-style gambling to be offered by the licensee.

The ballot title and submission clause as designated and fixed by the Board is as follows:

Shall there be an amendment to the Colorado constitution prohibiting the granting of a license to conduct casino-style gambling, including video lottery terminals, if the granting of the license would give the licensee a monopoly within any county on one or more types of casino-style gambling to be offered by the licensee?

*Hearing April 17, 2014:*

*Single subject approved; staff draft amended; titles set.*

*Hearing adjourned 11:37 a.m.*

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<sup>1</sup> Unofficially captioned “Prohibition on Casino-Style Gambling Monopolies” by legislative staff for tracking purposes. This caption is not part of the titles set by the Board.

RECEIVED

APR 23 2014

BEFORE THE COLORADO BALLOT TITLE SETTING BOARD

Colorado Secretary of State  
S. WARD 12:45 P.M.

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In re Title and Ballot Title and Submission Clause for Initiative 2013-2014 #142 ("Prohibition on Casino-Style Gambling Monopolies")

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**MOTION FOR REHEARING  
ON INITIATIVE 2013-2014 #142**

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Objectors, Vickie L. Armstrong and Bob Hagedorn (jointly, "Objectors"), move (a) for a finding that no title can be set for Initiative 2013-2014 #142 ("Prohibition on Casino-Style Gambling Monopolies") (the "Proposed Initiative"), on the grounds that the Proposed Initiative violates the single-subject requirement set forth in Article V, Section 1(5.5) of the Colorado Constitution and in C.R.S. § 1-40-106.5, or, alternatively, (b) for correction and clarification of the title set for the Proposed Initiative, for the reasons set forth below:

1. At a hearing conducted on April 17, 2014, the Title Board found it had jurisdiction to set a title for the Proposed Initiative and that the Proposed Initiative addressed a single subject. Accordingly, the Title Board set the following title (the "April 17 Title") for the Proposed Initiative:

An amendment to the Colorado constitution prohibiting the granting of a license to conduct casino-style gambling, including video lottery terminals, if the granting of the license would give the licensee a monopoly within any county on one or more types of casino-style gambling to be offered by the licensee.

2. For the following reasons, the Proposed Initiative contains more than a single subject, in violation of Article V, Section 1(5.5) of the Colorado Constitution and C.R.S. § 1-40-106.5. The Proposed Initiative relates to the following multiple subjects, among others:

- (a) Prohibiting gambling monopolies within a county;
- (b) Potentially nullifying Initiatives 2013-2014 #80, #81, #134, and #135;
- (c) Prohibiting the expansion of "casino-style gambling" into any county in which it is not already approved because the first "casino-style gambling" license granted in any such county would necessarily constitute a prohibited monopoly under the Proposed Initiative;
- (d) Prohibiting the expansion of limited gaming under the Colorado Constitution, Article XVIII, Section 9, to any county that intends to approve fewer than two limited gaming establishments; and
- (e) Reducing the authority of the Colorado Limited Gaming Control Commission.



3. The April 17 Title does not fairly express the true meaning and intent of the Proposed Initiative, and, therefore, violates C.R.S. § 1-40-106(3)(b), for the reasons set forth below:

(a) The April 17 Title does not disclose the multiple subjects of the Proposed Initiative set forth in Paragraph 2 above;

(b) The use of “casino-style gambling” is confusing because the April 17 Title does not define or otherwise explain what is meant by that phrase;

(c) “Casino-style gambling” and “monopoly” are impermissible catch phrases or slogans; and

(d) The April 17 Title fails to disclose that, although the Proposed Initiative purports to apply to all forms of “casino-style gambling” within the state of Colorado, the Proposed Initiative could not prohibit or regulate any form of “casino-style gambling” conducted on “Indian lands,” as defined in 25 U.S.C. § 2703(4).

4. For these reasons, Objectors request that the Title Board conduct a rehearing for the purpose of (a) striking the April 17 Title, and declining to set a new title for the Proposed Initiative, on the grounds that the Proposed Initiative violates the single-subject requirement set forth in Article V, Section 1(5.5) of the Colorado Constitution and in C.R.S. § 1-40-106.5, or, alternatively, (b) revising the April 17 Title to fairly express the true meaning and intent of the Proposed Initiative.

Respectfully submitted this 23rd day of April, 2014.

MCKENNA LONG & ALDRIDGE LLP

*s/ Lino S. Lipinsky de Orlov*

Lino S. Lipinsky de Orlov, No. 13339

Amy M. Siadak, No. 43702

1400 Wewatta Street, Suite 700

Denver, Colorado 80202

Voice: (303) 634-4000

Fax: (303) 634-4400

[llipinsky@mckennalong.com](mailto:llipinsky@mckennalong.com)

[asiadak@mckennalong.com](mailto:asiadak@mckennalong.com)

HOLLAND & HART LLP

*s/ Marcy G. Glenn*

---

Marcy G. Glenn, No. 12018  
Douglas L. Abbott, No. 18683  
555 Seventeenth Street, Suite 3200  
Denver, Colorado 80202  
Voice: (303) 295-8000  
Fax: (303) 295-8261  
[mglenn@hollandhart.com](mailto:mglenn@hollandhart.com)  
[dabbott@hollandhart.com](mailto:dabbott@hollandhart.com)

JACKSON KELLY PLLC

*s/ Shayne M. Madsen*

---

Shayne M. Madsen, No. 8750  
John S. Zakhem, No. 30089  
1099 18<sup>th</sup> Street, Suite 2100  
Denver, Colorado 80202  
Voice: (303) 390-0003  
Fax: (303) 390-0177  
[smadsen@jacksonkelly.com](mailto:smadsen@jacksonkelly.com)  
[iszakhem@jacksonkelly.com](mailto:iszakhem@jacksonkelly.com)

WILLIAM A. HOBBS

*s/ William A. Hobbs*

---

William A. Hobbs, No. 7753  
1745 Krameria Street  
Denver, Colorado 80220

Voice: (303) 345-5541  
[Bill.hobbs@me.com](mailto:Bill.hobbs@me.com)

*Co-Counsel for Objectors, Vickie L.  
Armstrong and Bob Hagedorn*

Objectors' Addresses:

Vickie L. Armstrong  
678 West 11<sup>th</sup> Street  
Akron, CO 80720

Bob Hagedorn  
1278 Sable Blvd.  
Aurora, CO 80011

**CERTIFICATE OF SERVICE**

I hereby affirm that a true and accurate copy of the **MOTION FOR REHEARING ON INITIATIVE 2013-2014 #142** was sent this 23rd day of April, 2014, via first class U.S. mail, postage prepaid, to the proponents of the Proposed Initiative and their counsel of record at:

Mr. Richard Evans  
1724 S. Unita Way  
Denver, CO 80231

Mark Grueskin, Esq.  
Recht Kornfeld, P.C.  
1600 Stout Street, Suite 1000  
Denver, CO 80202

Mr. Stephen Roark  
2732 S. Fillmore St.  
Denver, CO 80210

*/s/ Sally Kline*

\_\_\_\_\_  
Sally Kline

DN 32267589.3

**Ballot Title Setting Board**

**Proposed Initiative 2013-2014 #142<sup>1</sup>**

The title as designated and fixed by the Board is as follows:

An amendment to the Colorado constitution prohibiting the granting of a license to conduct casino-style gambling, including video lottery terminals, if the granting of the license results in the licensee having a monopoly within any county on one or more types of casino-style gambling to be offered by the licensee.

The ballot title and submission clause as designated and fixed by the Board is as follows:

Shall there be an amendment to the Colorado constitution prohibiting the granting of a license to conduct casino-style gambling, including video lottery terminals, if the granting of the license results in the licensee having a monopoly within any county on one or more types of casino-style gambling to be offered by the licensee?

*Hearing April 17, 2014:*

*Single subject approved; staff draft amended; titles set.*

*Hearing adjourned 11:37 a.m.*

*Hearing April 24, 2014:*

*Motion for Rehearing granted only to the extent that the Board made changes to the titles; denied in all other respects.*

*Hearing adjourned 9:38 a.m.*

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<sup>1</sup> Unofficially captioned “Prohibition on Casino-Style Gambling Monopolies” by legislative staff for tracking purposes. This caption is not part of the titles set by the Board.